1. Project Data

	Sui	mmary project data		
GEF project ID		3837		
GEF Agency project II)	N/A	N/A	
GEF Replenishment P	hase	GEF-4		
Lead GEF Agency (inc	lude all for joint projects)	World Bank		
Project name		Biodiversity Conservation through Network in Liberia (EXPAN)	Expanding the Protected Area	
Country/Countries		Liberia		
Region		Africa		
Focal area		Biodiversity		
Operational Program Priorities/Objectives	or Strategic		Biodiversity SO-1: Catalyze Sustainability of Protected Areas; Strategic Program 3 (SP-3): Strengthening Terrestrial Protected Area	
Stand alone or under	a programmatic framework	Standalone		
If applicable, parent	program name and GEF ID	N/A		
Executing agencies in	volved	Forestry Development Authority in collaboration with the Liberia Forestry Initiative		
NGOs/CBOs involven	nent	BirdLife International: secondary executing agency		
Private sector involve and medium enterpri	ement (including micro, small ises) ¹	Community youth groups: beneficiaries		
CEO Endorsement (FS	SP) /Approval (MSP) date	4/21/2010		
Effectiveness date / p	project start date	3/15/2011		
Expected date of proj	ject completion (at start)	July 2013 ² Click or tap to enter a date.		
Actual date of projec	t completion	12/31/2014		
		Project Financing		
		At Endorsement (US \$M)	At Completion (US \$M) ³	
Project Preparation	GEF funding			
Grant	Co-financing			
GEF Project Grant		0.954		
	IA own	4		
	Government	1.288	0.9	
Co-financing	Other multi- /bi-laterals	3.4	7.785	
	Private sector			
	NGOs/CBOs			

¹ Defined as all micro, small, and medium-scale profit-oriented entities, including individuals and informal entities, that earn income through the sale of goods and services rather than a salary. (<u>GEF IEO 2022</u>)

² Request for CEO endorsement, p. 1.

³ This table reports the actual amounts materialized at midterm (MTR Co-financing table), because there are no available data at project completion.

⁴ The Request for CEO endorsement (p. 3) indicates an amount of USD 1.045 million, which includes USD 95,000 of agency fees.

⁵ This amount includes a grant of USD 0.38 million from the CHYAO Income Generation for Youth in Liberia (P114580/TF99452), a grant of USD 4 million from IDA, and an in-kind contribution of USD 3.4 million from the Liberia Forestry Initiative (MTR co-financing table).

	Other	0.6	0.3
Total GEF funding		0.95	
Total Co-financing		9.288 ⁶	8.98
Total project funding 10.238 (GEF grant(s) + co-financing) 10.238			
Terminal evalu		uation validation information	
TE completion date		11/21/2013	
Author of TE		Sachiko Kondo (Task Team Leader), Magdolna Lovei (Approving Manager)	
TER completion date		1/31/2023	
TER prepared by		Emanuele Bigagli	
TER peer review by (if GEF IEO review)		Neeraj Negi	

Access the form to summarize key project features here: <u>https://www.research.net/r/APR2023</u>.

⁶ GRM Report, p. 1. The Request for CEO Endorsement (p. 2) indicates a total amount at CEO endorsement of USD 9.288 million and a total amount at PIF of USD 9.168 million.

2. Summary of Project Ratings

Criteria	Final PIR	IA Terminal Evaluation	IA Evaluation Office Review	GEF IEO Review
Project Outcomes		MS		MS
Sustainability of Outcomes		MU		MU
M&E Design				S
M&E Implementation		MS		UA
Quality of Implementation				UA
Quality of Execution				MU
Quality of the Terminal Evaluation Report				MU

3. Project Objectives and theory of change

3.1 Global Environmental Objectives of the project:

The objective of the project was to "contribute to the conservation of Liberia's globally significant biodiversity providing better representation of ecosystems within Liberia's current protected area network and enabling active conservation and sustainable use of biodiversity with local communities (GRM Report, p. 2).

3.2 Development Objectives of the project:

The CEO endorsement request and the GRM Report do not indicate any development objectives.

3.3 Were there any **changes** in the Global Environmental Objectives, Development Objectives, or project activities during implementation? What are the reasons given for the change(s)?

The CEO endorsement request and the GRM Report do not indicate any changes in the objectives or project activities during implementation.

3.4 Briefly summarize project's theory of change – describe the inputs and causal relationships through which the project will achieve its long-term impacts, key links, and key assumptions.

• <u>Problem:</u> increase in deforestation and land degradation, overfishing, clearing of wetlands for urban agriculture and shanty homes; poor and fragmented data on biodiversity; limited extension of protected areas, and insufficient capacity for their effective management.

• <u>Strategy</u>: 1. Strengthening of Forest Development Authority (FDA) Conservation Department; 2. Creation of New Protected Areas and Community mapping; 3. Development of a Community Livelihood Program Around Protected Areas.

• <u>Impact</u>: res-establish conservation, promote sustainable forest management, protect globally significant areas and diminish threats to country's biodiversity.

4. GEF IEO assessment of Outcomes and Sustainability

Please refer to the GEF Terminal Evaluation Review Guidelines for detail on the criteria for ratings.

The outcome ratings (relevance, effectiveness, efficiency, and overall outcome rating) are on a sixpoint scale: Highly Satisfactory to Highly Unsatisfactory. The sustainability rating is on a four-point scale: Likely to Unlikely.

Please justify the ratings in the space below each box.

4.1 Relevance and Coherence

The GRM report does not assess relevance and coherence of the project. This review rates it as Satisfactory. Based on the information included in the CEO Endorsement document (pp. 4-6), this review assesses the project's objective as strongly aligned with GEF Biodiversity Strategic Objective 1 (SO-1): "Catalyze Sustainability of Protected Areas", and particularly to the Strategic Program 3 (SP-3): "Strengthening Terrestrial Protected Area Networks", as well as with national priorities for biodiversity conservation. Moreover, this review evaluates the project design as adequate to tackle the identified problems, as its structure was similar to that of another GEF-funded project, COPAN, for the consolidation of Liberia's Protected Areas Network (GRM, p. 2).

S

4.2 Effectiveness	MS
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The GRM Report rates output and implementation as Moderately Satisfactory for all project Components, and this review concurs.

Some targets were achieved, while other major targets were still pending at the time of the GRM Report, across the three components of the project; more details are as follows:

• Component 1 – the operational manual for the Lake Piso Multiple Use Reserve was completed;

• Component 2 – gazzetment for the protected area; at least 8 rangers operating full-time at each protected area – new protected areas were created and the community was mapped; however, the gazzetment for the protected area was not completed at the time of the GRM Report.

• Component 3 – at least 4 communities youth group provided with alternative livelihoods – the alternative livelihoods project is described as "under implementation", that is, it is planned but not confirmed at the time of the GRM Report.

As a comment to the GRM Report, the WB manager noted the limited amount of time left to complete the significant number of activities pending (GRM Report, p. 7), which may imply the inadequate effectiveness of the project in reaching the set targets.

The GRM Report does not rate efficiency, and this review rates it as Moderately Satisfactory. While no information is available to evaluate the cost-effectiveness of the project, the available information shows that the project experienced delays for the majority of activities.

The GRM Report (p. 6) indicated that project management was moderately satisfactory, due to the fact that the majority of the activities, although on progress, were behind schedule. Moreover, the financial management of the project was considered as moderately unsatisfactory, because the Forest Department

Authority experienced issues in financial management (wrong categorization of some expense requests, later solved) and limits in the available budget for project activities (GRM Report, p. 6). These have been leading to delays in field implementation, procurement for consultancy works (because there was not a procurement specialist for this project) and financial management. The project had restructuring and the closing date was extended until June 30, 2014. (GRM, p.2).

4.4 Outcome

MS

Summarize key outcomes related to environment, human well-being, and enabling conditions (Policy, Legal & Institutional Development; Individual & Institutional Capacity-Building; Knowledge Exchange & Learning; Multistakeholder Interactions), as applicable. Include any unintended outcomes (not originally targeted by the project), whether positive or negative, affecting either ecological or social aspects.

Where applicable, note how both intended and unintended outcomes have positively and/or negatively affected marginalized populations (e.g., women, indigenous groups, youth, persons with disabilities), and where some stakeholder groups have benefited more/ less than others.

The GRM Report rates the achievement of outputs and project implementation as Moderately Satisfactory, and this review concurs. While the project was relevant to GEF and national priorities and well-designed, it did not achieve the major targets and experienced some delays.

Environmental. The project created new protected areas and mapped the related communities (GRM Report, p. 5).

Socioeconomic. The project has started to implement a programme for the improvement of livelihoods of communities around Protected Areas (GRM Report, p. 5).

Enabling conditions. The project contributed to the institutional strengthening of the Forest Development Authority's Conservation Department for forest conservation in Liberia (GRM Report, p.2), although not in a sufficient way (GRM Report, p. 5).

Unintended outcomes. The GRM Report does not indicate any unintended outcomes.

4.5 Sustainability	MU
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Note any progress made to sustain or expand environmental benefits beyond project closure, using stakeholder (rather than project) resources, e.g. through replication, mainstreaming or scaling-up of GEF-supported initiatives. Examples would be farmers adopting practices using own funds, follow-on replication projects, development of plans for scaling, inclusion in local or national legislation, and allocation of government budgets or private sector investments for institutional adoption.

The GRM Report rates sustainability as Moderately Unsatisfactory, and this review rates it as Moderately Unlikely. There are critical financial and sociopolitical, and institutional risks that are very likely to materialize and abate the benefits of the project.

Financial. The financial sustainability of the protected areas operating costs is still far from being ensured, because the Forest Department Authority faces a large budget shortfall and the Government of Liberia has failed to capture and reallocate some revenues for conservation (GRM Report, p. 3).

Socio-political. Since the end of the civil war, logistical, technical and management capacity are critically insufficient and will affect the follow-up of the project (GRM Report, p. 2).

Institutional frameworks and governance. There is a high risk of encroachment of private use permits into protected areas (GRM Report, p. 3).

Environmental. The GRM does not indicate any environmental risks to project sustainability.

5. Processes and factors affecting attainment of project outcomes

Before describing the factors, you may choose to summarize reported outcomes and sustainability here: <u>https://www.research.net/r/APR2023</u>.

5.1 Co-financing. To what extent was the reported co-financing essential to the achievement of GEF objectives? If there was a difference in the level of expected co-financing and actual co-financing, what were the reasons for it? Did the extent of materialization of co-financing affect project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The GRM report does not evaluate the level of co-financing materialized, nor its differences with the amount scheduled, or how this affected results. Based on the MTR table, it is possible to note that the amount materialized at mid-term was slightly below that expected at project completion. No indication of information is available on the amount of GEF funding materialized.

5.2 Project extensions and/or delays. If there were delays in project implementation and completion, then what were the reasons for it? Did the delay affect the project's outcomes and/or sustainability? If so, in what ways and through what causal linkages?

The GRM Report (p. 3) indicates that the project was extended until 30 June 2014, due to delays in field implementation, procurement and financial management because of capacity constraints of the Forest Department Authority. The GRM Report's cover page (p. 1) indicates the end of the project at 31 December 2014, thus implying the application of another extension, without providing further information.

5.3 Stakeholder ownership. Assess the extent to which stakeholder ownership has affected project outcomes and sustainability. Describe the ways in which it affected outcomes and sustainability, highlighting the causal links.

The GRM Report (p. 7) indicates a moderately satisfactory involvement of the public and commitment of the government.

5.4 Other factors: In case the terminal evaluation discusses other key factors that affected project outcomes, discuss those factors and outline how they affected outcomes, whether positively or negatively. Include factors that may have led to unintended outcomes.

The GRM Report does not mention any other factors affecting project implementation.

6. Assessment of project's Monitoring and Evaluation system

Ratings are assessed on a six point scale: Highly Satisfactory to Highly Unsatisfactory.

Please justify ratings in the space below each box.

6.1 M&E Design at entry	S
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The GRM does not rate M&E design, and this review rates it as Satisfactory. As indicated in the Request for CEO endorsement (p. 3), the M&E plan includes an indication of the indicators, a clear schedule for data collection (twice per year) and reporting, plans for preparation of a methodology for data collection and measurement and for the establishment of a baseline after project kick-off, and dedicated budget.

6.2 M&E Implementation	UA
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The GRM Report rates M&E as Moderately Satisfactory, and this review rates it as Unable to Assess, because of the limited information available in the GRM Report, which only indicates that work plan and budget were not submitted monthly, as planned (GRM Report, p. 6).

7. Assessment of project implementation and execution

Quality of Implementation rating is based on the assessment of the performance of GEF Agency(s). Quality of Execution rating is based on performance of the executing agency(s). In both instances, the focus is upon factors that are largely within the control of the respective implementing and executing agency(s). A six-point rating scale is used (Highly Satisfactory to Highly Unsatisfactory), or Unable to Assess.

Please justify ratings in the space below each box.

7.1 Quality of Project Implementation	UA	
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The GRM Report does not evaluate nor rate the quality of project implementation, nor does it provide any element to evaluate the performance of the World Bank as implementing agency. For this reason, the present review rates it as Unable to Assess.

7.2 Quality of Project Execution	MU
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The GRM Report does not evaluate the quality of project execution, and this review rates it as Moderately Unsatisfactory, based on the limited available information in the GRM Report. The performance of the Forest Department Authority was weak, with several critical issues, and delays in project implementation and reporting.

The overall management of the Forest Department Authority, including financial management and procurement, was reported as weak (GRM Report, p. 3). In particular, the Forest Department Authority had to face critical issues in relation to the finalization of Lake Piso Multiple Use Reserve (including provision of documentation of legal agreement for construction site; finalize Environmental Impact Assessment requirements with the Environmental Protection Agency to be included in bidding documents; and submit a draft invitation to bid for Bank no-objection), of Gola gazzetment activities (including the speeding up of the hiring process of the consultant and submit the document to the Parliament in January 2014), and the finalization of the biodiversity and socio-economic study in Wonegizi and Grebo (GRM Report, p. 3). Finally, quarterly technical and financial reports have not been submitted (GRM Report, p. 4).

8. Lessons and recommendations

8.1 Briefly describe the key lessons, good practices, or approaches mentioned in the terminal evaluation report, including how they could have application for other GEF projects. Lessons must be based on project experience.

The GRM does not provide any lessons, good practices or approaches.

8.2 Briefly describe the recommendations given in the terminal evaluation.

The GRM does not provide any recommendations.

9. Quality of the Terminal Evaluation Report

Before rating the quality of the terminal evaluation, click here to summarize your observations on the sub-criteria: <u>https://www.research.net/r/APR2023</u>.

A six-point rating scale is used for each sub-criteria and overall rating of the terminal evaluation report (Highly Satisfactory to Highly Unsatisfactory)

	ria/indicators of terminal uation quality	GEF IEO COMMENTS	Rating
1.	Timeliness: terminal evaluation report was carried out and submitted on time?	The GRM Report was published within six months before project completion, and submitted to the GEF Portal more than 12 months after project completion	MU
2.	General information: Provides general information on the project and evaluation as per the requirement?	The GRM Report does not provide neither the GEF ID, nor the GEF environmental objectives; it lists the Task Team Leader and Approving Manager that finalized it, and the executing agencies; it specifies start and end date, but not firs disbursement date	MU
3.	Stakeholder involvement: the report was prepared in consultation with – and with feedback from - key stakeholders?	The GRM Report does not identify stakeholders; it did not seek for their feedback, nor for that of the OFP, for report finalization	U
4.	Theory of change: provides solid account of the project's theory of change?	The GRM Report provides only a general indication of the problem, objective and strategy, without key assumptions, and does not discuss whether they remain valid	U
5.	Methodology: Provides an informative and transparent account of the methodology?	The GRM Report does not provide any account of the methodology employed; it only provides a general and succinct information on the project activities	U
6.	Outcome: Provides a clear and candid account of the achievement of project outcomes?	The GRM Report does not assess relevance nor effectiveness of the project, reporting only generally on performance per component; it reports on timeliness, but does not assess efficiency	U
7.	Sustainability: Presents realistic assessment of sustainability?	The GRM Report evaluates overall sustainability, identifying risks and their	S

		likelihood of materialization, but not their likely effects	
8.	M&E: Presents sound assessment of the quality of the M&E system?	The GRM Report does not assess M&E design, and provides a very succinct accounting of M&E implementation, without discussing the use of information for project management	MS
9.	Finance: Reports on utilization of GEF funding and materialization of co-financing?	The GRM Report does not provide any type of information on co-financing, nor on the materialization and use of GEF resources	U
10.	Implementation: Presents a candid account of project implementation and Agency performance?	The GRM Report does not evaluate the performance of the implementing agency; it provides general information on the performance of the executing agency, factors that affected it and how these were addressed	MS
11.	Safeguards: Provides information on application of environmental and social safeguards, and conduct and use of gender analysis?	The GRM Report does not provide any details on safeguards, nor on gender analysis	U
12.	Lessons and recommendations are supported by the project experience and are relevant to future programming?	The GRM Report does not provide lessons nor recommendations	U
13.	Ratings: Ratings are well- substantiated by evidence, realistic and convincing?	The GRM Report provides some ratings, which are generally not adequately supported by a sufficient amount of evidence, although the evidence provided is credible	MU
14.	Report presentation: The report was well-written, logically organized, and consistent?	The GRM Report is written in English; it is adequately easy to read and adequately well-designed, and is consistent; it does not use tools to improve access to information (graphs/charts/tables)	S
	Overall quality of the report		MU

10. Note any additional sources of information used in the preparation of the terminal evaluation report (excluding PIRs, TEs, and PADs).

ANNEX 1. GEF IEO THEORY OF CHANGE FRAMEWORK

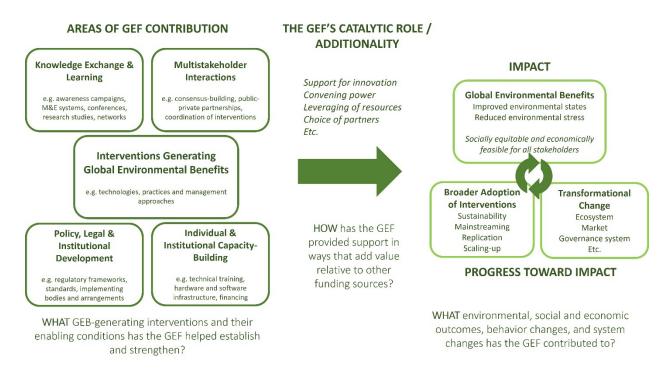


Figure 1. The GEF IEO's updated Theory of Change Framework on how the GEF achieves impact

The general framework for the GEF's theory of change (figure 1) draws on the large amount of evaluative evidence on outcomes and impact gathered over the years by the GEF Independent Evaluation Office. The framework diagram has been updated to reflect the IEO's learning since OPS5 (<u>GEF IEO 2014</u>, p. 47-50) about how the GEF achieves impact, as well as the evolution of the GEF's programming toward more integrated systems-focused and scaled-up initiatives.

The framework outlines the three main areas that the IEO assesses in its evaluations: a) the GEF's contributions in establishing and strengthening both the interventions that directly generate global environmental benefits, and the enabling conditions that allow these interventions to be implemented and adopted by stakeholders, b) the GEF's catalytic role or additionality in the way that the GEF provides support within the context of other funding sources and partners, and c) the environmental, social and economic outcomes that the GEF has contributed to, and the behavior and system changes that generate these outcomes during and beyond the period of GEF support.

The circular arrow between impact and progress toward impact, as before, indicates how bringing about positive environmental change is an iterative process that involves behavior change (in the form of a broader group of stakeholders adopting interventions) and/or systems change (which is a key characteristic of transformational change). These three areas of change can take place in any sequence or simultaneously in a positively reinforcing cycle, and are therefore assessed by the GEF IEO as indicators of impact.

Assessing the GEF's progress toward achieving impact allows the IEO to determine the extent to which GEF support contributes to a trajectory of large-scale, systemic change, especially in areas where changes in the environment can only be measured over longer time horizons. The updated diagram in particular expands the assessment of progress towards impact to include transformational change, which specifically takes place at the system level, and not necessarily over a long time period.

The updated diagram also more explicitly identifies the link between the GEF's mandate of generating global environmental benefits, and the GEF's safeguards to ensure that positive environmental outcomes also enhance or at the very least do not take away from the social and economic well-being of the people who depend on the environment. Thus the IEO assesses impact not only in terms of environmental outcomes, but also in terms of the synergies and trade-offs with the social and economic contexts in which these outcomes are achieved.

Intervention	Any programmatic approach, full-sized project, medium-sized project, or enabling activity financed from any GEF-managed trust fund, as well as regional and national outreach activities. In the context of post-completion evaluation, an intervention may consist of a single project, or multiple projects (i.e. phased or parallel) with explicitly linked objectives contributing to the same specific impacts within the same specific geographical area and sector. <u>https://www.gefieo.org/evaluations/gef-evaluation-policy-2019</u>
Activity (of an intervention)	An action undertaken over the duration of an intervention that contributes to the achievement of the intervention's objectives, i.e. an intervention is implemented through a set of activities. E.g. training, (support to) policy development, (implementation of) management approach.
Outcome	An intended or achieved short- or medium-term effect of a project or program's outputs. <u>https://www.gefieo.org/evaluations/gef-evaluation-policy-2019</u>
Impact	The positive and negative, primary and secondary long-term effects produced by a project or program, directly or indirectly, intended or unintended. <u>https://www.gefieo.org/evaluations/gef-evaluation-policy-2019</u>
Environmental outcomes	 Changes in environmental indicators that could take the following forms: Stress reduction: reduction or prevention of threats to the environment, especially those caused by human behavior (local communities, societies, economies) Environmental state: biological, physical changes in the state of the environment http://www.gefieo.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Social and economic outcomes	Changes in indicators affecting human well-being at the individual or higher scales, e.g. income or access to capital, food security, health, safety, education, cooperation/ conflict resolution, and equity in distribution/ access to benefits, especially among marginalized groups.
Synergies	Multiple benefits achieved in more than one focal area as a result of a <i>single intervention</i> , or benefits achieved from the interaction of outcomes from at least two separate interventions in addition to those achieved, had the interventions been done independently.

ANNEX 2. DEFINITION OF TERMS

	http://www.gefieo.org/evaluations/evaluation-multiple-benefits-gef-support-through-its- multifocal-area-portfolio-map-2016
Trade-offs	A reduction in one benefit in the process of maximizing or increasing another benefit.
	http://www.gefieo.org/evaluations/evaluation-multiple-benefits-gef-support-through-its- multifocal-area-portfolio-map-2016
Broader adoption	The adoption of GEF-supported interventions by governments and other stakeholders beyond the original scope and funding of a GEF-supported intervention. This may take place through sustaining, replication, mainstreaming, and scaling-up of an intervention and/or its enabling conditions (see definitions below).
	http://www.gefieo.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Sustainability	The continuation/ likely continuation of positive effects from the intervention after it has come to an end, and its potential for scale-up and/or replication; interventions need to be environmentally as well as institutionally, financially, politically, culturally and socially sustainable. <u>https://www.gefieo.org/evaluations/gef-evaluation-policy-2019</u>
Replication	When a GEF intervention is reproduced at a comparable administrative or ecological scale, often in different geographical areas or regions.
	http://www.gefieo.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Mainstreaming	When information, lessons, or specific aspects of a GEF initiative are incorporated into a broader stakeholder initiative. This may occur not only through governments but also in development organizations and other sectors.
	http://www.gefieo.org/sites/default/files/ieo/evaluations/ops5-final-report-eng.pdf
Scaling-up	Increasing the magnitude of global environment benefits (GEBs), and/or expanding the geographical and sectoral areas where they are generated to cover a defined ecological, economic, or governance unit. May occur through replication, mainstreaming, and linking.
	http://www.gefieo.org/evaluations/evaluation-gef-support-scaling-impact-2019
Transformational change	Deep, systemic, and sustainable change with large-scale impact in an area of major environmental concern. Defined by four criteria: relevance, depth of change, scale of change, and sustainability.
	http://www.gefieo.org/evaluations/evaluation-gef-support-transformational-change-2017
Additionality	a) Changes in the attainment of direct project outcomes at project completion that can be attributed to GEF's interventions; these can be reflected in an acceleration of the adoption of reforms, the enhancement of outcomes, or the reduction of risks and greater viability of project interventions.
	b) Spill-over effects beyond project outcomes that may result from systemic reforms, capacity development, and socio-economic changes.
	c) Clearly articulated pathways to achieve broadening of the impact beyond project completion that can be associated with GEF interventions.
	https://www.gefieo.org/sites/default/files/ieo/council-documents/files/c-55-me-inf-01.pdf